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ABSTRACT

From August 1975 to January 1976, a study was conducted to provide an assessment of the migrant and seasonal farmworker situation. Inquiry was along the topic divisions of demographics, employment and manpower, housing, education, health, supportive services, economic development, Comprehensive Employment and Training Act (CETA) 303 and other manpower training programs, and legislation. Data were obtained via a literature review; nine conferences held throughout the country to solicit geographic information; a national questionnaire survey of respondents who were conversant with farmworker affairs; and a telephone survey to supplement primary data and to identify service deliverers and extent of service to farmworkers at the state and local levels. The principal finding was that while there have been marginal improvements or deteriorations in the situation of these farmworkers, their situation remains substantially unchanged in the last two to five years. Farmworkers remain locked in a cycle of poverty and agricultural work, guaranteeing the presence of a substantial number of these workers well into the future. Further, they remain members of a population that is relatively small, and often spurned and ignored despite their direct contribution to the agricultural productivity of the nation. Recommendations were formulated in the areas of CETA, health, education, housing, supportive services, and economic development; and consisted of proposed studies, program or policy changes, new programs or policies, redirected efforts, and coordination of services. (NQ)

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MIGRANT/SEASONAL Farmworker

Volume I:
EXECUTIVE SUMMARY AND CONCLUSION

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AN ASSESSMENT
OF THE MIGRANT AND SEASONAL FARMWORKER SITUATION
IN THE UNITED STATES

VOLUME I: EXECUTIVE SUMMARY AND CONCLUSIONS

Prepared for the
Community Services Administration

By

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May 28, 1976

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INTRODUCTION

Between August, 1975 and January, 1976 InterAmerica Research Associates conducted a study for the Community Services Administration. The objective of this study as stated under contract was to provide an immediate assessment of the migrant and seasonal farmworker situation. This assessment includes: (1) a description of the elements affecting migrant and seasonal farmworkers, (2) a discussion of current and projected changes in migration patterns, (3) an analysis of the effects of inflation and (4) the effects of changes in agricultural demand and production on migrant and seasonal farmworkers, (5) an identification of levels and kinds of services delivered by state and local public agencies to migrants, (6) a description of the size and characteristics of the migrant and seasonal farmworker population, (7) an identification of federal legislation and policies affecting migrants, and (8) an analysis of attitudes affecting migrant and seasonal farmworkers (i.e., civil rights, social education, etc.).

GENERAL CONCLUSIONS AND RECOMMENDATIONS

The principal finding of this report can be summarized as follows: while there have been marginal improvements or deteriorations in the situation of migrant and seasonal farmworkers, their situation remains substantially unchanged in the last two to five years. Farmworkers remain locked in a cycle of poverty and agricultural work, guaranteeing the presence of a substantial number of these workers well into the future. Further, they remain members of a population that is relatively small, and often spurned and ignored despite their direct contribution to the agricultural productivity of the nation.

An examination of means by which this problem is addressed perhaps comes closest to locating the specific impediments to improvement in the farmworker situation. There are, as this report indicates, a substantial number of areas in which specific legislation at the federal level exists for the benefit of farmworkers. These can be divided into two categories: protective legislation and social legislation. The former category centers around work related areas and includes laws governing use of pesticides, crew leader registration, transport of farmworker crews, temporary housing for short-term laborers, and other areas. Social legislation relates to program development which primarily encompasses living conditions, although some overlap into work areas is seen. These social programs include the areas of education, health, housing, and job training.

Protective legislation for farmworkers generally suffers from a failure of enforcement and lack of substantial compliance force. Usually,

enforcement is left to a local agent who may or may not perform necessary duties, often depending upon local pressure. In at least one area, temporary housing standards, affected personnel are hesitant to report violations due to the possibility of loss of any type of housing if enforcement is pursued. More often, affected parties are unaware of procedures for reporting abuses or the proper reporting agent. Abuses are left unreported by farmworkers for fear of retaliatory action by concerned parties. Due to lack of enforcement or monitoring, and minor violation penalties, most protective laws are thus circumvented.

Legislated farmworker social programs suffer from two characteristic problems: (1) scope of the program, which is rarely adequate to address more than 10% of the documented need of the population, and (2) the administration of the program, wherein the legislated intent encounters established agencies and individual decision makers whose preferences may not coincide with that of the congressional intent. As a result, for most farmworker programs, the actual amount of services delivered to seasonals and migrants in-stream or in home base is minimal.

There is little communication and monitoring of program intent within each of these social programs, and there is almost no coordination between programs. CSA's predecessor, the Office of Economic Opportunity, performed an invaluable if informal function through its migrant division by maintaining large scale and frequent communication between funding sources and funding recipients. The informality of this contact permitted wide ranging discussions and served as a vehicle to inform grantees of the changes in program planning, implementation, and procedures. In

addition, discussion often concerned additional funding sources available and, perhaps most important, OEO served as the farmworker program's advocate in Washington, conveying to the field any news of new or upcoming legislation or programs beneficial to farmworkers.

CSA has not been able to continue this function, both due to the transfer of its operating farmworker programs to the Department of Labor and the reorganization of its staff to focus on other, subsequently more directly addressable, areas. Despite Congress' failure to appropriate any funds to CSA specifically for farmworker programs for the current fiscal year, the agency continues to express interest in this group. A number of its ongoing programs do affect farmworkers, specifically the many programs in the Community Action Agencies beneficial to the rural poor. The work of these agencies at the field level is largely concerned with community organization for self-improvement. For example, the housing program directly and through nationally funded support organizations facilitates the ability of community groups to obtain housing funds from available sources of the government and elsewhere. It has been clear in this report that migrant farmworkers, seasonal farmworkers, and the rural poor suffer from many of the same problems, although various means may be necessary for meeting the needs of each group. CSA should realize that it has at its disposal a number of means to specifically address the farmworker situation.

As noted, CSA has expressed an interest and willingness to work on behalf of farmworkers. This report and other formal and informal sources, including congressional hearings, have made this clear. It is

the conclusion of this report that one of the most beneficial roles CSA can play in assisting farmworkers is to serve as a central coordination unit for farmworker programs and efforts, disseminating essential information, maintaining program links, and fulfilling the role of farmworker advocate in Washington. First, CSA must increase the awareness of regional and local agency personnel to the problems of the rural farmworker in their area. Meetings of the regional directors of CSA and regional meetings of local Community Action Agency directors can serve as one vehicle for performing this function whether they occur in Washington or in the field. All contacts with field agencies concerning availability of additional funding through legislative action in Washington should include discussion of farmworker targeted programs. For example, in recent months the Economic Development Administration awarded over $63 million in grants to CSA, representing over one third of the monies awarded under last year's Title X JOBs Opportunity Program funding. Although due to short notification time involved project grants were applied for on an extremely hurried basis, almost none of the money was specifically targeted to the farmworker. In large part this was due to the fact that the farmworker agencies were not notified of the availability of these funds by CSA in time to prepare applications for regional and then national approval and sponsorship. Farmworker agencies are not in competition with Community Action Agencies; rather, Community Action Agencies working with all poverty groups should assist and support farmworker agencies and thus should have a direct responsibility for passing along such information. In addition, information concerning programs other than those presently being operated by the agency such as

new housing programs for the Farmers Home Administration, new development within the Migrant Health Program of DHEW, and new monies available through the Federal Energy Administration, should be disseminated throughout the CSA network. It therefore falls to CSA to improve its ability to communicate effectively with presently operating farmworker groups and programs that can impact on migrant and seasonal farmworkers funded by other agencies in the government. OEO's role as advocate for the poor, which CSA has a practical as well as legislated obligation to continue to fulfill, should encourage the organization to maintain a network for gathering and passing along information that can benefit community groups. The various chapters in this report indicate where such information communication is needed regarding farmworker programs and farmworker needs. The first such positive step in this direction could be the dissemination by CSA of this report to all involved farmworker organizations at every level.

As far as providing active services to farmworkers, CSA's service agents are CAAs. In most areas, however, farmworkers are underserved by CAAs due to the demands of other priorities. InterAmerica supports the work of the Community Action Agencies on behalf of the poor; however, their services are not targeted toward the farmworker.

This report has highlighted the special needs of farmworkers and problems which arise when service agents are unfamiliar with, insensitive to, or unsupportive of these needs. When programs for farmworkers are operated by groups other than farmworkers, a double loss in sensitivity to these needs occurs. Not having encountered service obstacles personnaly, program operators do not perceive these barriers to service assistance;

and as such, priorities relating to groups other than farmworkers take precedence, causing at best dilution of services to farmworkers, and at worst, complete inattention to special farmworker service needs.

Areas where CAAs primarily serve farmworkers are areas of high farmworker population, which almost always, in turn, mean farmworker operated service programs are available. In these areas, InterAmerica recommends that the CAA contract with the most appropriate local farmworker-operated service organization to provide local farmworkers with assistance. By determining the estimated proportion of the CAA's target population that farmworkers comprise, and contracting out services appropriate to this proportional amount, better services could be obtained for both the non-farmworker and the farmworker segments, aiding the CAA in carrying out its function and providing the most beneficial services to farmworkers through an agency attuned to their special needs.

In addition, such a solution can provide much needed administrative funds to the farmworker agencies. Tight limitations on these funds, especially under the CETA 303 program, have prevented many farmworker organizations from taking the time to investigate additional funding sources for which they may be eligible, with the result that these resources are used less effectively and the service organization is kept from providing adequate service to the total population. The effectiveness of these organizations when operated under OEO in securing substantial new resources for previously unaddressed needs lay in just this ability to find and serve as a conduit for multiple resources to address community

needs. The use of the farmworker organization to meet the needs of the farmworker community in this fashion is still the most effective service delivery model. It is highly consistent with CSA's role as advocate for the poor for this model to be applied by CSA in the special case of the farmworker population as it is presently applied by CAAs in the general case of the low-income population.

InterAmerica feels that CSA's recognition of and cooperation with existing farmworker organizations is of great importance. It is recommended that this become an explicit part of CSA policy concerning services and support to the migrant and seasonal farmworker community.

Additionally, as noted in the report, no government agent is presently serving to coordinate all farmworker programs into a comprehensive and effective unit. National data, as pointed out many times in the report, is not available for almost all aspects of farmworker livelihood. Most programs at the federal, state, and local levels that are not targeted for farmworkers but do serve them, do not keep records on numbers of migrants and seasonals served. As a result, there is program overlap, service gaps, and sometimes in-fighting over responsibilities and roles. As the client population is one identified group with specific needs, a coordinated effort is the most practical and beneficial route of pursuit. CSA can act as the coordinative unit without interferring with the operation of other government agencies. Coordination can be achieved through active dissemination of information to national, regional, and local government agencies of each type dealing with farmworker services and acting as liaison between agencies, helping to pinpoint where inte-

gration of services can be most beneficial and identifying service gaps toward which joint agency efforts can be aimed. CSA's vested interest in providing this service would lie only in improvement of the farmworker situation and not promotion of its own systems or programs as the agency's current budgetary mandates leave no room for initiation of direct farmwork programs.

The nature and severity of the farmworker situation in the country demands that CSA strongly support programs serving the farmworker in any manner possible if the agency is to display any interest in this population segment. CSA must assume a strong role as a linkage between organizations providing direct service to farmworkers and the agencies funding them, and accordingly must establish linkages across agency lines within Washington to promote increased conscientiousness on the part of all government agencies regarding the impact of their programs on the farmworker. CSA should assume the role OEO maintained as farmworker advocate and should push for recognition of farmworker conditions, promoting effective and powerful protective and social legislation and encourage development and maintenance of successful service programs which can serve to lift farmworkers from their current cycle of poverty.

Beyond a coordinative or "clearinghouse" role, and even beyond a more direct role in providing supportive or other services to farmworkers, CSA should contemplate and include it its long-range planning the eventual development of a sub-agency within CSA which could administer all federal programs for farmworkers. Interagency coordination can accomplish only so much in the face of conflicting eligibility requirements, funding pro-

cedures, and limitations on scope of programs. Central administration through CSA will eliminate these problems, which now consume much of the energies of administrators at national, regional, and local levels. Most importantly, such unification will mean farmworker programs will no longer be treated like a political football, and the real work of enabling the farmworker to break out of poverty can begin.

STUDY STRUCTURE

Definitions

The following definitions are used in this report:

Seasonal: a person who works at least 25 days but not more than 150 days during a year in farm wage work

Migrant: a seasonal who, during the performance of farm wage work, is unable to return to his or her domicile within the same day

Farmworker: both migrants and seasonals

Home Base Area: an area where farmworkers maintain their permanent residence

User Area: an area where migrants work, but do not maintain a permanent residence

Home Base/User Area: an area which is a combination of both home base and user areas

Organization of the Report

Study developments lead to a natural flow of inquiry along topic divisions. These topics include: demographics, employment and manpower, housing, education, health, supportive services, economic development, Comprehensive Employment and Training Act (CETA) 303 and other manpower training programs, and legislation. These topic divisions were utilized in formulation of study methodology and are reflected in the structure of this report.

SUMMARY OF FINDINGS

Demographics

The number of migrant workers has shown a rise since 1971, from a low of 186,000 in 1971 to a high of 209,000 workers in 1974, while the number of seasonal workers has varied year by year.

The annual income derived from farm wage work is under $2500 for both migrant and seasonal workers. Total average annual income is $4000 or under for migrants and seasonal farmworkers.

No agency maintains national statistics regarding the racial/ethnic composition of the farmworker labor force. Local studies show primarily Mexican-American migrants in the Midwest and West Coast regions, and primarily black migrants in the East Coast. Conference participants from the South indicated that seasonal workers were mostly black.

The age of the work force is very young; 50% to 60% are under 25 years of age. Family size tends to be larger than the national average. One study indicates an average family size of 5.39.

The three traditional, identified farmworker migration streams appear to be breaking down. Migrants are traveling often now to areas of the country where they did not previously go.

Employment and Manpower

The migrant stream has been enlarged and extended by migrants who have re-entered the stream and by migrants who have entered the stream

for the first time. The main source of the expansion of the stream is the state of the general economy. As the general rate of unemployment rises, former migrants and other unemployed workers leave their home base areas in search of agricultural work. Their swelling numbers are flooding the labor market for farmwork, resulting in wage levels remaining the same or decreasing. Spiraling inflation has seriously eroded farmworker purchasing power.

Many migrants had previously depended on a secondary income derived from non-agricultural work. That source of income has also been depleted as competition rises because of the corresponding rise of the general unemployment rate.

The number of unemployed farmworkers has also been augmented by the constant advance of technology and the mechanization of the harvesting of crops.

Another source contributing to high unemployment among farmworkers is the illegal alien population most of which enters the United States from Mexico. These workers are entering the migrant stream in greater numbers than ever before. The surplus of workers upstream greatly reduces the number of hours of work available per migrant.

Housing

In response to inspections by officials under the Occupational Safety and Health Act guidelines, growers have closed rather than repaired an unprecedented number of migrant camps on their property in recent years. Since use of these camps has been traditionally provided free

or at low cost to incoming migrants, the burden and expense of finding alternative housing falls on them.

Most migrant in-stream housing is substandard physically and overcrowded. In one study an average household size of 7.8 was found. (This may include members of more than one family.) Seven percent of households had more than 24 persons.

Funds are available for migrant camp construction from the federal government and one state government, but usually only through local housing authorities, which frequently do not exist in rural areas. When new camps are built, rent is charged which often exceeds a migrant's ability to pay even when it is subsidized.

Similar problems affect farmworkers' ability to obtain housing in the home base area. With their extremely low incomes, farmworkers do not have the necessary funds to consider purchasing a home. Programs to assist in construction and purchase of low income housing require administration through financially sound local agencies. Due to the high capital costs involved, these agencies often do not exist. Eligibility guidelines for such programs specify minimum incomes for applicants which are above those of farmworkers.

The intermittent income of seasonal farmworkers also prohibits their participation in such programs. Furthermore, seasonals are seldom provided housing by growers even through they are year-round residents. As a result, most farmworkers live in very substandard housing.

Education

The average migrant farmworker has approximately a sixth grade education. Migrant children may be enrolled in a number of schools during the school year as the family moves in search of work. Frequently, these students are placed in "slow learner" or special education classes. The Uniform Migrant Student Record Transfer System permits teachers to obtain academic and health records of incoming migrant students, allowing for some continuity of instruction. Racial and ethnic biases, however, still pose a barrier to effective instruction in many areas.

Changes in recent years include pressure by migrant children on their families to modify the migration season to more closely match the school year, permitting students to spend the whole school year at the same home base school. Also, change has occurred through recent modification of the guidelines for the ESEA Title I Migrant Program, permitting summer projects to serve children as young as three years of age. This has greatly expanded day care availability, ensuring improved health and nutrition for enrolled children.

Few migrant children stay in school beyond eighth grade. Only 8% of those farmworker children in school are in grades 9 - 12; for the U.S. as a whole, these grades compose 28% of the school population. The Title I Migrant Program has had a large impact, where provided, on the elementary education of migrant children, but no major programs currently address the secondary student. Two federally funded college assistance programs exist,

but at present only 1% of migrant students graduate from high school.

Educational problems of the seasonal farmworker, other than migration, are similar, reflecting general problems of the quality of education provided to minority groups in rural areas.

Health

Farmworkers have been historically and are presently characterized by a health status below that of the rest of the population. The farmworker population evidences untreated health problems and lack of preventive care, characteristically seeking assistance only for health emergencies. Chronic and other illnesses uncommon to the general population are common among this group. Two factors which contribute to farmworkers' poor health are their living and working conditions.

Farmworkers face two kinds of barriers to their receipt of adequate health care. These include obstacles they share with other rural poor and obstacles particularly acute for them as mobile and "minority" citizens.

This population receives health services primarily through programs funded under the Migrant Health Act. Additional services are funded through other federal, state, and local programs. Although the Migrant Health Program has led to gains in the provision of care for farmworkers, a large segment of the population remains unserved.

Supportive Services

Farmworkers have difficulty getting supportive service assistance, with migrants having increased difficulty while they are away from the home base.

Regarding the Food Stamp program, such problems include: Documentation of income, necessity of purchasing the total month's food allotment at one time, and documentation of eligibility on the basis of monthly income rather than annual income determining eligibility. Farmworkers also find it difficult to obtain eligibility for Medicaid.

Programs such as legal assistance and day care are not accessible in all parts of the country. When day care programs are available, they are sometimes filled by the time migrants arrive in an area. There are fewer funds available to support outreach and referral services than in the past, although these services are perceived as very beneficial to the farmworker.

Economic Development

Economic development ventures are viewed by farmworkers and those conducting farmworker programs as a worthwhile investment of time and expense. However, due to insufficient initial investment capital, maintenance funds, and business technical assistance necessary to train farmworkers in operation of such ventures, few economic development ventures have been started. Farmworkers are looking to federal resources to assist them in these ventures, although historically this assistance has not been available. The high failure rate of such ventures has not discouraged farmworkers from considering economic development as feasible. Those ventures which have succeeded have done so usually through assistance from non-federal sources. Although there are few succesful ventures, some of those ventures which have succeeded have grown into large, profitable enterprises.

CETA 303 and Other Manpower Training Programs

The Comprehensive Employment and Training Act (CETA), Title III, Section 303, represents one of the greatest current expenditures of federal dollars for the farmworker population. It is a comprehensive program designed to deliver a multitude of services (health, education, supportive services, as well as manpower development). In operation, it has concentrated on provision of training and employment.

Local 303 programs are involved in a variety of manpower-related activities with emphasis on direct placement and skills training. Trainees chosen are generally males between the ages of 18 and 29 with at least a tenth grade education. Most enrollees are seasonal farmworkers. Support services have been primarily aimed at trainees or their families.

CETA 303s have encountered many problems in operating programs under federal regulations. These include: limits on the scope of service operations, reduced funding levels, constrained evaluative criteria, and limited outreach and travel. As a result, 303 programs have indicated:

1) Limitation of much needed support services.
2) Choice of only the most qualified for target program entrance.
3) Inability to impact large segments of the total target population.
4) Inability to meet the particular needs of their clients.

Farmworkers are eligible to receive services under several other manpower training programs, including CETA Title I and II, but lack of documentation within these programs makes it impossible to determine the number of farmworkers actually served.

Legislation

Three types of legislation affect farmworkers. The first is labor legislation which excludes farmworkers. The National Labor Relations Act which guarantees the right to collective bargaining excludes farmworkers as does the Federal Employment Tax Act. The second type of labor legislation provides coverage for farmworkers but less than for industrial workers. The Fair Labor Standards Act (FLSA) and the Workmen's Compensation Act are of this type. The FLSA provides for minimum wages and for minimum ages allowable for work. The standards for agriculture are lower for both provisions than they are for non-agricultural industries. Workmen's Compensation allows states to either include or exclude agricultural workers. The third type of legislation affecting farmworkers is aimed directly at farmworkers. Included are the Wagner-Peyser Act and its provisions for the Employment Service and the Farm Labor Contractor Registration Act. In addition, the following Acts have special sections dealing with migrant labor: the Comprehensive Employment and Training Act which provides for manpower training and support services to the farmworker; the Rehabilitation Act of 1973, which provides for a special outreach service to involve farmworkers in the Vocational Rehabilitation Program; the Interstate Commerce Act, which provides for safety regulations in the transport of migrant workers; the Public Health Act, which provides for certain types of migrant health care; the Elementary and Secondary Education Act, which provides for additional funds to school systems to assist the children of migrant workers; and the Housing Act of 1949, as amended, which provides for loan and grant assistance

to farmers who wish to build temporary labor camps.

Farmworkers theoretically can gain benefits from a number of other social legislation and programs designated for the general public or the poor, incluidng the Community Services Act, Title 19 and 20 - Social Security Amendments, and others. However, they often face barriers to receipt to services in these areas.

NATURE AND DESIGN OF THE STUDY

In meeting the objectives of the study, InterAmerica formulated a study design consisting of three data collection methods in order to assure comprehensive, accurate data collection within the seven month time frame of the study. These methods were a literature review, a series of conferences, and a survey questionnaire. A full discussion of these methodologies and study rationale are included in Volume II, Chapter 1 of this report.

Literature Review

The literature review was undertaken to research academically all studies which have already been conducted and which deal with any aspect of the farmworker situation. Specifically, the literature review included the following tasks:

1) Documenting and categorizing any information relevant to the study.

2) Preparing a bibliography of those documents reviewed and categorized.

3) Drafting initial reports on subjects and questions which the study addressed.

4) Preparing initial reports on the implications of the literature review findings.

5) Conducting visits to various federal and private agency offices to gather data regarding federal legislation and regulations.

Conferences

Nine conferences were held throughout the country to solicit information more geographically focussed than that gathered by the questionnaire

and by the literature review. Specifically, the conferences were geared to obtain more in-depth and localized analysis of the farmworker situation in the different areas of the country and substantiate data gathered through other sources. Sites for the conferences were selected to insure representation of all migrant streams and seasonal farmworker areas and to incorporate a reflection of the differing situations in home base and user areas.

Questionnaire Survey

A questionnaire survey of a national sample of respondents who were conversant with farmworker affairs was conducted to provide information concerning the farmworker which would corroborate the data generated by the conferences, serving to quantify many of the points raised at the conferences. It also provided valuable data on aspects of the farmworker situation that could not be satisfactorily addressed through either of the other two components of the study.

Telephone Survey

To supplement primary information gathered through the three methodological systems, a telephone survey was performed to identify service deliverers and extent of service to farmworkers at the state and local levels. Those surveyed included state executive offices, local community action agencies and other sources.

CHAPTER CONCLUSIONS AND RECOMMENDATIONS

Recommendations presented here have been developed after careful consideration of the factual findings of each area affecting farmworkers, as presented in the body of this report. Areas for which recommendations have been formulated include CETA, health, education, housing, supportive services and economic development. They consist of proposed studies, program or policy changes, new programs or policies, redirected efforts, and coordination of services.

In most instances, the recommendation is not associated with a particular agency, although the nature of some suggestions may lend themselves to adoption by an agency currently involved with the discussed topic area.

CSA may become involved in implementation of these recommendations through 1) adoption in its own agency, within present and future budgetary restrictions, and/or 2) taking an advocate's role in promotion of proposed ideas before legislative bodies, affected national governmental agencies, and regional and local organizations.

A number of suggestions relate directly to programs or policies of regulatory or administrative agencies as presently operated. CSA can assist by actively disseminating relevant findings, conclusions, and recommendations in this report to the proper agency, making clear the rationale behind all items proposed. Additionally, CSA can serve as advocate for initiation of suggestions within affected agencies and assist, where possible, in implementation.

CETA 303 and Other Manpower Training Programs

CETA Section 303 recognizes that the migrant and seasonal farmworker is a segment of the population which has special and unique problems. These problems are more complex than the ones faced by the typical CETA Title I & II participant, and necessitate the capability of programs to flex their resources to adequately cover manifested needs. Service assistance is compounded by requests from program operators to continue the array of services at the same levels as in previous years, even though current administrative and fiscal procedures have been revamped causing some reduction or changes in services. The current changes have required grantees to substantially spend more grant funds per participant, thus reducing the total number of persons which can be assisted in a fiscal year. For these and other reasons, grantees have indicated they feel they are not effectively meeting the needs of their target population.

The following recommendations are primarily aimed at what is seen as necessary restructuring of the 303 program to provide more comprehensive manpower and support services to the two farmworker population segments mandated for CETA 303 assistance to program personnel, implementing more effective training programs, and coordinating services among 303 programs. One additional suggestion is aimed at provision of manpower training through sources other than CETA 303.

1. Provide more overall services for the client population wishing to remain in farmwork.

As noted, although CETA 303 is mandated to serve two target pop-

ulations, farmworkers and their families wishing to leave agricultural work and those wishing to remain in such work, almost all services are allocated for the former group. This leaves a large segment of the overall farmworker population, including those wishing to enter CETA 303 training but unable to do so due to a lack of available slots, without access to support services mandated for their benefit and often only available through CETA. This also narrows the scope of program benefits to only those relative few who enter training and job placement programs. More emphasis should be placed on providing services to the overall target population and, thereby, creating a larger impact.

2. Provide more support services for all CETA clients.

CETA 303 clients who choose to remain in agricultural work are in need of support services with which to maintain themselves and their families, as noted in recommendation "1". Additionally, those clients enrolled in training and placement programs are also in need of more extensive support services through which they can maintain themselves while enrolled in the program. These include a need for larger housing allowances, emergency assistance, more comprehensive health care, and other expanded services. Some individual 303 programs are able to provide adequate services in these areas for their enrollees, but others face a program dropout problem due to client inability to maintain himself/herself while in training. Support services need to be more in line with the individual needs of clients.

3. Base manpower/support services assistance more on local conditions than on the present general manpower training philosophy of CETA.

One common complaint of CETA 303 programs is their inflexibility to deal with what they view as the farmworker needs in their areas. These needs they saw as varying from place to place depending upon local conditions. They felt authority to perform only manpower training functions, with minimum emphasis on support services, did not allow for enough impact. These programs should be allowed to survey and assess the client needs in their area and submit and receive funding for programs which meet these needs.

4. Reestablish CETA 303 training and technical assistance to program boards and staff.

As noted during the conferences held to gather information for this report, some misinterpretation exists of CETA rules and regulations governing 303 program activities. Program personnel reacted favorably to past T&TA offered and several contacted during study performance indicated a desire for additional assistance. It is felt that such guidance could contribute significantly to understanding and performance under CETA.

5. Deemphasize quantitative evaluations for 303 programs, thereby allowing training for those other than the "preferred" trainee.

The report presents the idea that 303 programs, due to their interpretation of CETA Rules and Regulations, see themselves as being evaluated in terms of quantitative numbers rather than qualitative accomplishments. As a result, they ignore clients other than those who have the greatest chance of completing training and being placed. These are the clients who

are most in need of manpower training. If quantitative evaluations were not stressed by CETA, 303 programs would feel less restricted and better able to concentrate on what they view as the segment of the population most in need.

6. Allow more 303 programs to establish their own training programs to circumvent problems associated with contracted training institutions.

As indicated, many 303 programs, primarily due to a lack of resources, must contract training services through local training institutions resulting in a lack of total control over trainee eligibility and type of training delivered. Those programs which have instituted their own training programs ha. generally recorded greater success. Most 303 programs do not propose development of their own training due to the feeling that such programs would not be funded by CETA as they are usually highly costly. CETA should encourage the development of such programs as they generally represent the more effective training method.

7. Establish educational/training programs for farmworker students to encourage them to finish school and assist them in career development.

CETA 303 programs should be concentrating more efforts on children of farmworkers to encourage these children to finish school, develop a viable career plan, and raise themselves out of the agricultural work poverty cycle. One means would be through an educational/career training program which, through extensive counseling, would assist and encourage farmworker children to finish school and help them to explore and pursue a variety of career options. Where necessary or desirable for career preparation,

part-time employment could be found for students which would provide them with income with which to remain in school and allow them to actively participate in an occupation they may choose to follow.

8. Revise the CETA 303 client definition to encompass a broader target population.

As noted in the report, many 303 program operators complained of an inability to assist persons they felt to be in need due to restriction in client eligibility criteria. Persons who they would have been allowed to serve under OEO III-B guidelines are now excluded from CETA assistance, although, program operators indicated, these persons are in the most need. One program operator with extensive funding indicated a lack of clients due to his inability to assist what he felt was his program's target population as they were ineligible for services under the guidelines. CETA 303 client eligibility guidelines should be changed to broaden the target population to better reflect the needs of farmworkers.

9. Develop a coordination system between home base and in-stream 303 programs which will allow migrants to receive coordinated support service assistance as needed.

The report pinpoints the need of migrants for access to support service assistance, as needed, while they travel in-stream. This type of assistance, it was felt, is more important to migrants in-stream than manpower training. Home base efforts should be directed at encouraging migrants to enter training programs in which they are more likely to remain then if they are enrolled in such programs while away from home. A coordination system is needed between home base and in-stream 303 programs

which will provide migrants with the type of services they need as they travel. Such a system is similar to the ones proposed in recommendations for the "Health" and "Supportive Services" sections, and may be applicable to utilization of an 800 telephone number hotline which will assist migrants in locating in-stream 303 programs which can aid them in their support service needs.

10. Change the 303 program enrollment time regulations to allow farmworkers to remain in training programs for the amount of time necessary for provision of effective service.

Farmworkers often need a combination of educational and employment training to enable them, first, to achieve a learning level appropriate for job training and, second, receive adequate employment preparation. This is particularly true for programs which contract services through training institutions which require at least a tenth grade education for trainee enrollment. Due to the time limitation of 303 program enrollment for clients, many farmworkers are not able to receive the comprehensive training they need. Additionally, many possible training areas which present positive employment opportunities and a community service need area, e.g. semi-professional and professional health occupations, are not available under CETA training as the preparation period is too long to allow clients to complete training while remaining under CETA enrollment. These time limitation guidelines should be restructured to more adequately reflect the training needs of farmworkers and communities.

11. Manpower training services to farmworkers under CETA Title I and II should be documented and prime sponsors should actively seek out farmworkers in need of training.

Farmworkers are eligible for service under CETA Title I and II, but, as noted in the report, the extent of services they receive is believed to be limited. No documentary system exists within the reporting requirements of programs operating under Title I and II which will record the number of farmworkers enrolled in training or receiving services. No means are available to evaluate the progress made in service to farmworkers since Judge Richey's decision. Such a system is needed to provide basic data on provision of service and provide a basis for decisions on implementation of corrective action.

Additionally, prime sponsors should be required to seek out and assist farmworkers in need of manpower services who they can enroll in Title I and II programs or place in services contracted through 303 agencies. Prime sponsor assistance to farmworkers is particularly needed in urban or semi-urban areas where there are no 303 agencies to serve farmworkers' needs.

Health

Health problems associated with living and working conditions of migrant and seasonal farmworkers remain, although as noted in the health chapter of the report DHEW's Migrant Health Program has made some impact. However, this program's impact has been limited due to its original targeted design to reach only ten percent of the designated population. This leaves at least ninety percent of migrant and seasonal farmworkers without directed health assistance. The following recommendations concern suggestions for

studies, new programs, redevelopment of existent programs, and coordinative functions which, it is believed, can be beneficial to improvement of the farmworker health situation.

1. Establish an active communications network of health services.

An active network of communication between migrant health providers, farmworkers, and other sources of health assistance to farmworkers should be established to: (a) communicate essential patient and treatment information, and (b) aid farmworkers in need of assistance, particularly migrants in stream in locating health sources. The communications network should consist of:

- A standardized data format to allow for exchange of patient health records from one treatment station to another as migrants travel. This format would include demographics, diagnosis, treatment, and other relevant health information.
- Assist home base health providers to identify available health sources in the field so they may help their migrant patients in locating assistance if necessary. Home base health providers could determine their patients' projected travel patterns and provide verbal and written instructions as to where health assistance can be obtained as they travel.
- Provide an 800 number bilingual hotline farmworkers can call to obtain guidance in receiving health assistance. Personnel manning the hotline would provide callers with information on the location of health providers, receptive hospitalization sources, and other basic information. A physician would serve as a consultant to the hotline for quick referral action of health emergencies which might be phoned in. The hotline could be integrated with the proposed supportive services hotline.
- Institute a regionalized computer system into which physicians could call a patient code number and immediately receive patient records. All migrant patients seen at home base could be enrolled in the system by home base medical personnel, which will allow in-stream health professionals to obtain medical records. Patients in-stream not enrolled in the system could be enrolled upon discovery by in-stream personnel.

2. Conduct a national assessment of farmworker receipt of health care and revise existing programs accordingly.

A national comprehensive health assessment should be performed for farmworkers to pinpoint how much and to what extent the farmworker population is being reached through existent health services, with emphasis on Migrant Health Programs. Questions such as the following would be addressed:

- How much and what segments of the farmworker population are receiving comprehensive health care? How much are receiving only emergency care? How much are receiving no care?
- What problems are associated with provision of care by the Migrant Health Programs, including outreach, contracting services, health education, coordinating hospitalization assistance, etc.?
- What problems are associated with the receipt of health care by farmworkers, including location of assistance sources, receipt of emergency care, receipt of comprehensive care, payment for services, receipt of care by private physicians, receipt of care through local, state, and federally funded sources, etc.?

Study findings should be analyzed and recommendations formulated. Conclusions could be disseminated to appropriate federal and other agencies and legislative sources.

3. Study the relationship between the continuous bad health of farmworkers and their living/working conditions.

As direct provision of health care will not prevent health problems associated with poor living/working conditions, a study should be performed to assess the relationship between the environmental conditions of farmworkers and their families and recurrent and continuing health problems. The study would analyze the direct relationship between various living/working conditions and specific health ailments. Study findings would be

utilized to formulate and act upon policies and programs to change negative health related conditions.

4. Analyze the receipt of health services by males aged 15 to 64 to assess their health needs and reasons for non-utilization of comprehensive health assistance.

As noted in the report, farmworker males between the ages of 15 and 64 do not utilize health assistance sources, other than for emergency care, as often as the rest of the farmworker population. Reasons were projected for this lack of utilization, but a need is seen to fully document this problem as a means of proposing corrective action. Additionally, this group should be analyzed to assess special health problems, e.g., problems associated with working conditions, pesticide exposure, etc., which are not recognized and treated. These include general care, preventive services, and health education needs. Results of this study could be weighed in view of the necessity to develop special health care programs aimed specifically at this group.

5. Expand some of the currently operating successful farmworker hospitalization and/or insurance programs funded by DHEW or analyze farmworker hospitalization alternatives and implement those assessed effective.

As noted, a primary need of the farmworker population is guaranteed access to hospitalization for emergency, elective, and chronic care. DHEW has several hospitalization and insurance system programs which are successfully meeting the needs of the seasonal farmworker and the traveling migrant on a small scale basis. Proven programs need to be further expanded to encompass more farmworkers in need of complete health assistance.

These programs need to be taken out of a demonstration phase and made operational throughout the health provision system. One problem associated with this expansion is the large cost per patient most of these programs require. An alternative may be to study other proposed and active hospitalization systems which may be adaptable for wide-scale implementation at less cost. The most viable system or combination of systems could be chosen and implemented in this manner.

6. Provide Migrant Health Programs with funds to concentrate on outreach and health education.

It has been shown that many or perhaps most farmworkers are not reached by Migrant Health Programs. More could be reached through increased outreach services which would seek out and bring in more patients in need of services. Tied into increased outreach, increased capacity to provide health education could aid in assisting in prevention of health problems and, coupled with outreach, impact a far greater number of persons than provision of direct health service through one central location.

7. Promote federal loan programs for health students which require recipients to work in disadvantaged areas, i.e., Migrant Health Clinics, as repayment.

One solution to the lack of health professionals in rural areas and, consequently, as a source of service in farmworker health programs, is the promotion of a federal loan program which requires health student recipients to work in disadvantaged areas as repayment. Emphasis could be put on placement in rural areas in need of medical personnel and encouragement could be given to students to work with Migrant Health Programs

or other health programs aimed at farmworkers. Such a program should be instituted for students in M.D., R.N., dental, and physician's assistant curricula. This system would still leave a problem of the lack of permanence among health professional staff, but it would at least provide some medical personnel for areas in need.

8. Develop a program to promote the entrance of minorities into the health professions.

As noted, one problem with farmworker receipt of comprehensive health care is a cultural and often language barrier which exists between the health provider and the patient. One means of decreasing this barrier is to employ health professionals who have an understanding of the culture and language of the patient. Currently, there are few minority physicians, dentists, and specialists and few are enrolled in health professional schools, although there are many qualified for enrollment. A program should be developed to promote the entrance of minorities into health professional schools and encourage their return to their communities to practice.

9. Study the need for a transportation system to enable farmworkers and their families to reach health care assistance.

Farmworkers and their families are often stifled in their pursuit of health care, even though such care is available and free of cost, due to a lack of transportation. There are few mobile clinics and many farmworkers are dependent upon crew leaders or other common sources of transportation which prevent utilization for personal use. What is needed is

a study which will first, identify transportation needs and patterns of farmworkers, second, analyze alternative transportation systems which can fulfill these needs, and third, institute the most feasible systems in coordination with existent farmworker health facilities. Existent transportation systems could be evaluated for adaptation and if found effective used as models.

10. Study the long-term effect of pesticides on farmworkers.

Although several studies have been or are being performed to measure acute medical conditions caused by pesticides, no study has been instituted to measure the chronic, long-term effect of such chemicals. It is believed that continued pesticide exposure may lead to blindness, liver disease and other ailments which develop over a period of time but would not be documented in acute, short-term pesticide studies. Such a long-term study should identify a sample population at a specified home base and document their geographic movement, chemical exposure, and health condition over a period of three to five years. This type of study could be coupled with acute studies to form a comprehensive overview of the true effect of pesticide chemicals.

11. Institute a training course for rural physicians in the diagnosis of pesticide poisoning.

Many physicians have no training or experience in recognition of pesticide poisoning and may treat poisoning symptoms as viral diseases or other less serious ailments. A training course or short seminar should be instituted to assist physicians who treat farmworkers in recognition of

poisoning and institution of treatment. Trained physicians would be better equipped to serve their patients and could serve as watchdogs to proper administration of pesticide controls. A rash of pesticide poisoning cases may alarm a trained physician to improper use of pesticides in the area, rather than lead an untrained physician to dismiss such cases as infectious viral disease. The trained physician could then contact proper control authorities who could take action to rectify the situation. This pattern of action was recently illustrated in misuse of the pesticide kepone in a manufacturing plant in Hopewell, Virginia at which trained physician notification of authorities stopped a wide-spread and very serious pesticide poisoning problem.

12. Study the effect of proposed national health insurance on the migrant population.

The proposed national health insurance program is aimed at a fairly stationary population which can maintain contact and treatment from a permanent health care structure. The mobile migratory population, however, will face many problems in receiving services while in-stream. Before institution of national health insurance, a study should be made of the effect of the concept on migrant receipt of care. Findings from this study could then be assessed and incorporated into final legislation and regulations to assure comprehensive coverage of all population segments.

13. Coordinate the delivery of non-earmarked health assistance to farmworkers by documenting present services through public health and traditional health service systems and sensitizing health service delivery agencies.

The extent of health assistance received by farmworkers under such programs as Titles 19 and 20, EPSDT, and other Public Health programs is unknown as most of these agencies do not keep records which designate farmworkers served. There is a need to document the amount of services farmworkers receive under these programs in an effort to identify service barriers and coordinate assistance between these agents and Migrant Health Programs.

As noted in the report, one reason for the difficulty farmworkers face in receiving health assistance through standard health service systems is the discrepancy between the experience base of the health provider and the background of the farmworker patient. What is needed is training which will sensitize health providers to the needs of farmworker patients in an effort to assist them to understand and treat this population segment. This sensitization training combined with a concentrated effort to encourage public service and traditional health delivery agents to accept farmworker patients could have a large impact on the delivery of health services to this needy population.

Education

The education recommendations concentrate on four different areas found to be in need of improvement.

Two recommendations are aimed at providing training to educational personnel to enable them to deal more effectively with the needs of farm-

worker students. The other two suggest programs which, if instituted, could provide more comprehensive educational involvement for farmworker children. The recommendations include providing teacher training in special needs of migrant children; assuring comprehensive day care/early childhood education for farmworker children; providing guidance counseling training with emphasis on career education for dealing with farmworker students; and developing effective dropout prevention programs.

1. A program should be instituted to provide teachers-in-training with instruction in teaching migratory students.

Migrant students have special instructional needs due to the interference with the education their migratory status entails. Teachers often ignore or relegate to a lower status students who remain in their classroom for short periods of time, or who enter classes late. As a result, migrant students fall further behind and are placed in the "slow learning" category, when the real problem may be lack of continuity. These students need special attention and assistance to help them cover the work they have missed and overcome learning problems associated with lack of continuity. Teachers need to be taught special techniques for dealing with these students and approaches which can help their integration into the regular instructional curriculum.

2. Migrant Head Start should be coordinated with Title I migrant programs, especially summer programs, to assure comprehensive day care/early childhood education.

At present, the Title I Migrant program permits projects to serve preschool children when it can be demonstrated that otherwise, an older

child would have to be kept from school to care for the younger child. This rationale, while viable, keeps many preschool children from benefitting from the advantages of the program, both educational and supportive. Migrant Headstart programs may serve some of these children, but do not note such family information. Thus, the child whose mother or neighbor regularly cares for him or her, as is also common, the child who is left uncared for, may receive none of the benefits of either program, despite the great need, in each new location visited during the migration season. Improved coordination could encourage both programs to watch for such service gaps, could facilitate improved merging of programs offered by each to ensure continuity of learning and developmental benefits to the child, and could improve the awareness of projects in fixed locations to the specific needs of the mobile migrant child in their area.

3. School guidance counselors should receive training in counseling farmworker students, particularly in career education counseling.

Children of farmworkers have special counseling needs related to the coordination between their school life and social environment. These pressures may force students to dropout in favor of entrance into the agricultural work cycle, guaranteeing low income and status. Trained counselors could have a heavy impact on such students and their parents, pinpointing the rationale for remaining in school, exposing them to career alternatives, presenting career preparation necessities, and assisting sutdents to overcome the pressures they feel. Such training for counselors must sensitize them to the culture, needs, and often language of farmworkers, and present effective techniques and approaches to be utilized.

4. Dropout prevention programs should be developed and targeted to the farmworker youth in innovative and meaningful ways to curtail the traditional low education levels of the farmworker.

The severity of the pressures on farmworker youth to leave school early are well noted, yet they must be countered if the farmworker is to escape from poverty. Flexibility of an order seldom tried in many school districts is necessary, in both user and home base areas. Combative drop-out prevention programs could include evening classes, useful vocational training, intensive academic and career counseling, and attention to the pressure of family needs which will assist farmworker children to remain in school and complete their education.

Housing

Farmworkers are faced with a very bad housing situation in all areas, whether they are seasonals, migrants at home base, or migrants in-stream. They are among the lowest paid employees and as such, require large housing subsidies. Additionally, the instability of farmwork precludes farmworkers' accessbility to credit which might be available to others with more secure work positions. For migrants, their short stay in any given location while in-stream makes the procurement of short-term housing extremely difficult. Rental housing shortages are often seen in rural areas in which migrants work. Housing which may be available to migrants in camps or as rental housing is often in disrepair, due to the attitude that it will only be utilized for a short time span, so it is not necessary to maintain it decently.

There is very little direct housing assistance available for farmworkers. The two primary federal housing agencies, HUD and FmHA, have no

overall policy for addressing farmworker housing needs. Funding for farm labor and self-help housing is minimal and OSHA housing regulations covering labor camps are enforced in only a limited and sporadic manner. Additionally, little concrete data exists regarding farmworker housing availability, needs, and accessibility.

The recommendations presented for housing relate to study and program suggestions for impacting the poor housing situation. Several suggestions concern existent housing programs and regulatory agencies as they refer to presently operating policies. Ideally, an agency, or agency subsidiary should be established to protect and promote farmworker housing, dealing with the specific needs of this group. However, as this may be unfeasible at the present time, the proposed recommendations are related to existent systems.

1. FmHA should redirect its programs and policies in recognition of the special needs of farmworkers and the major role the agency plays in federal housing assistance.

Many of FmHAs programs could and should be utilized by farmworkers, as FmHA represents one of the major federal housing assistance agencies. However, many program policies of the agency are unrealistic in light of farmworkers' employment and economic condition. The following changes should be instituted to accomodate farmworker needs:

- FmHA should implement the rent supplement program authorized by the Housing Act of 1974, for rural rental housing and farm labor housing.
- FmHA should revise its approach to eligibility, placing more emphasis on credit rather than on regular paychecks. If a family is willing and able to pay over 25% of its income for housing, it should be allowed.

- ° FmHA should waive the verification of employment forms, which are difficult for farmworkers to obtain. Affidavits should suffice.
- ° FmHA should allow annual or lump sum payments on housing loans to accomodate the irregular incomes of farmworkers.
- ° FmHA should remove from the Farm Labor Housing Program requirements that 75% of the units in each project be occupied year-round.
- ° State FmHA suppervisors should perform annual program plans based on an assessment of need in the state, with imput from community groups including farmworkers.

2. A study should be performed to assess the short-term and permanent housing needs of farmworkers and explore ways to provide such needs.

There is no hard data on national housing needs of seasonal and migrant farmworkers, and few such efforts to gather this information at the regional or state level. Such data needs to be gathered and assessed in order to provide baseline data for development of effective housing regulations, readjust present federal agency program policies to incorporate farmworker needs, and as necessary, create new programs which will address these needs. Such a study would involve analysis of short-term rental and camp housing, permanent housing, and long-term rental housing in terms of housing needs in each type, housing availability, access to housing assistance, and effectiveness of current programs and policies governing federal housing assistance. Study findings could assist in formulation of recommendations for federal agencies, state organizations or legislative action as appropriate.

Title IV of the Health Services and Nurses Training Act of 1975 requires HEW to conduct an 18 month study on in-stream migrant housing and

its effects on health, and on government migrant housing standards and their enforcement. To date, this study has not been undertaken.

3. There should be more encouragement and pressure applied to users of farmworker labor to improve farmworker housing.

As noted in the report, the current OSHA regulations governing farmworker housing are enforced in an inconsistent manner. They lack force to encourage compliance and often, if enforced, lead to the closing of labor housing rather than repair by the owner, causing even greater housing problems. As such, farmworker advocates are often reluctant to report housing abuses and risk the anger and difficulties of the displaced farmworkers. What is needed are incentives to build and maintain labor housing and harsh penalties for lack of compliance with regulations. Assistance should be provided owners of unapproved housing to fix, rather than close such housing.

4. Information regarding OSHA farmworker housing regulations and inspection authorities and procedures should be widely disseminated to farmworker groups and other relevant organizations.

One important finding of the report, as particularly illustrated through the conferences, is the lack of knowledge of farmworker groups as to effective housing regulations and appropriate governing authorities. In some areas, state or local officials are charged with inspection authority while in others, federal officials maintained these duties. Many organizations stated they did not know who the governing authority was or had been given the run-around when reporting violations. OSHA should undertake an active program of disseminating such information, as

applicable to each geographic area, to effected or advocate groups. This information should include the specific agent responsible for inspection and safety enforcement, the regulatory authority of this agent, inspection procedures, and violation reporting mechanisms. Such dissemination could be coordinated with the state agencies which should generally be taking a more active role in farmworker housing.

5. Programs designed to ease housing acquisition for farmworkers should be instituted by existent agencies or a newly created agency.

As noted above, farmworkers have special housing needs which are not currently being met by any existent housing agency. As such, implementation of the following programs could have a large impact on the housing situation.

- Congress should appropriate more funds for farm labor and self-help housing.
- Public housing should be reinstated and made available to farmworkers.
- HUD should set aside Section 8 funds to assist farmworkers.
- A deferred mortgage arrangement for farmworkers on a demonstration basis should be introduced to test its feasibility.
- CSA Section 222(a)(ii) funds could be utilized to help establish farmworker housing sponsors and advocates, and to develop demonstration housing programs.
- Localized studies should be made and listings kept of available housing and rental requirements, including deposits, restrictions, etc.

Supportive Services

Survival for many farmworkers and their families often means dependence on supportive services in terms of emergency, child care,

legal, welfare, dietary and other related assistance. Access to these services is often difficult and procedures complicated. Farmworkers usually need assistance to obtain needed services, facing roadblocks from administrative personnel, lack of procedural understanding, and documentation requirements. The recommendations proposed highlight particular need areas of farmworkers related to acquisition and coordination of supportive services.

1. A system should be implemented to clarify, disseminate, and where appropriate, create uniformity among supportive service regulations.

As noted above, farmworkers often have difficulty in receiving supportive services due to a lack of understanding of governing regulations, lack of procedural understanding, and lack of information or misinformation regarding receipt of services. What information is received and understood by farmworkers is usually through peer experience or guidance from farmworker groups. There is a great need for clarification and dissemination of supportive service regulations and procedures to client populations and farmworker agencies. As many farmworkers turn to farmworker agencies to obtain assistance in receipt of services, open communication should be maintained between such organizations and supportive service governing agencies. Additionally, as much as possible, some uniformity should be maintained in administration of supportive service programs particularly in documentation and procedural requirements. This would greatly aid migrants who now must adjust to geographically changing regulations in application for similar programs.

2. A bilingual 800 number hotline should be instituted to allow farmworkers to receive guidance assistance in locating needed supportive services.

Similar to the bilingual 800 number free hotline proposed for health care location assistance, a hotline should be implemented to assist farmworkers in locating supportive services. This would be particularly useful for migrants who often face emergencies while travelling in-stream and are unaware of where to obtain assistance. Such a system could be integrated with the proposed health care hot-line.

3. Farmworker organizations should be provided with discretionary funds for use in farmworker emergencies.

As noted, farmworkers often turn to farmworker organizations for assistance in emergencies. These organizations are usually able to provide only minimal monetary assistance and often pull staff members off of designated tasks to try and coordinate aid for those in need. These organizations noted during the course of study for this report that such emergency situations are increasing as more farmworker families travel in search of work and are greatly taxing the limited funds and staff time of such organizations. Direct monetary assistance is needed by these organizations to enable them to directly assist in emergencies or provide staff time for coordination of assistance services.

Economic Development

Recommendations proposed for Economic Development address two areas: the lack of factual data concerning farmworker ventures, and problems ventures face due to lack of capital and managerial expertise.

1. Conduct a study to identify success and failure factors of economic development ventures to assist in formulation of an effective program.

A thorough and concise study should be conducted to obtain hard data with which to properly evaluate the success and failure of past economic development ventures as a means of formulating a more effective economic development program. Such a study would define a "farmworker venture" and categorize such ventures into specified types. Success and failure factors would be identified for each type, with consideration of geographic influences. The following areas of inquiry would be explored:

- Identification and classification by type and kind of business of all presently operating ventures.
- Review of venture origin histories in terms of involved personnel, community participation, and needs assessment.
- Examination of influencial maintenance factors, problem areas, and success factors.
- Overview of estimated growth versus actual and projected growth.
- Identification of technical assistance needs.

Concluded economic ventures would also be examined regarding the areas mentioned above, as much as possible. Ventures begun under OEO III B would be assessed in particular.

2. Establish a well controlled program to provide funding and technical assistance for farmworker ventures.

The federal government should fund a program which would provide first-year and controlled maintenance funding and technical assistance to farmworkers and community groups composed of farmworkers wishing to begin viable economic development ventures. The program should be designed with

built-in checks to assure successful ventures. Such checks would include close monitoring of the progress of funded ventures to assist them in their development, before they encounter insurmountable obstacles; provision of realistic funding; and initiation of comprehensive training and technical assistance. General program structure would include:

- ° Assistance to clients in performing feasibility studies.
- ° Start-up funding at a "reasonable" level (reasonable as defined through the feasibility study).
- ° Maintenance funds promised through a specified period of time as justified by the client's ability to meet pre-established benchmarks (all estimates established through the feasibility study and operational plan).
- ° A detailed operational plan performed for each funded client.
- ° Mandatory TA for each client as established in the operational plan including mandatory class attendance in business areas for clients who lack specific business knowledge; e.g., bookkeeping, accounting, taxation, management, inventory control, etc., and periodic on-site consultations with a T&TA consultant.
- ° Periodic progress reports on every funded client noting the client's ability to meet pre-established benchmarks, and any problems the client is encountering so that a plan of action can be formulated.

3. <u>As an alternative to recommendation "2", establish a program to provide training and technical assistance, without monitary support to farmworker ventures</u>.

In place of recommendation "2", the federal government could institute a program which would provide T&TA, including feasibility studies, business plan, loan package development, and formulation of operational plans, to farmworkers engaged in or desiring to begin economic develop-

ment ventures. This organization would have no funds to contribute to ventures but would assist clients in obtaining such funds from local banks, the Economic Development Administration, the SBA, private individuals or other sources. The organization would also assist in the formulation of farmworker venture groups.